

Evaluating The Community Emergency Operations Plan

EXECUTIVE ANALYSIS OF FIRE SERVICE OPERATIONS IN EMERGENCY MANAGEMENT

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CERTIFICATION STATEMENT

I hereby certify that this paper constitutes my own product, that where the language of others is set forth, quotation marks so indicate, and that appropriate credit is given where I have used the language, ideas, expressions, or writings of others.

Signed: _____

ABSTRACT

Communities must be prepared to protect their citizens from harm resulting from natural and man-made disasters. A comprehensive Emergency Operations Plan (EOP) can assist in preventing disasters, reduce the community vulnerability, minimize the damage and reduce the recovery time that occurs from a disaster. An effective EOP also identifies the personnel and resources needed to manage a disaster. The problem was that the current Town of Menasha EOP has not been updated for some time and is in need of revision to integrate an all hazard approach.

The purpose of this applied research project was to evaluate the current EOP for the Town of Menasha and make recommendations to meet any requirements and guidelines for an all hazards EOP.

Evaluative and action research methodologies were utilized in this research project to answer the following questions:

1. What are the industry and national criteria for an emergency operations plan?
2. What are the state and regional criteria for an emergency operations plan?
3. What are the criteria for an emergency operations plan used by communities of similar size?
4. What are the criteria for the emergency operations plan for the Town of Menasha Fire Department?

The procedures used to complete this research include, a literature review, personal contacts with various local industries and fire departments of communities of

similar size in the State of Wisconsin, and an internet search for communities of similar size in other states.

The results indicated that industry, Federal, state, regional and some local entities had established plans to deal with emergencies and disasters both natural and man-made. The results also indicated that there is Federal, state, regional and local legislative mandates requiring some form of EOP for those entities.

Recommendations from this research project included the following:

1. The Fire Chief along with Town administrative staff and critical elected officials will conduct a hazard/risk analysis of all known and perceived hazards/risks to the Town of Menasha.
2. The Fire Chief along with Town department heads will identify and establish a list of resources both private and public. They will also arrange agreements with those parties that will provide their resources to the Town including the financial implications of providing their service.
3. The Fire Chief, Town staff and elected officials will update the EOP job functions and responsibilities for Town staff and elected officials.
4. The Fire Chief will conduct EOP training with Town staff and elected officials to ensure job functions, responsibilities, policies and procedures are followed according to the plan.
5. The Fire Chief with assistance from Winnebago County Emergency Government will conduct an EOP tabletop exercise for the Town of Menasha to evaluate the plan and make recommendations to modify the plan.

6. The Fire Chief along with Town staff and elected officials will conduct periodic evaluations of the Town of Menasha EOP to ensure it meets the changing needs of the community.

An action plan was developed to address the recommendations of this research projects and set a time line for their completion.

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INTRODUCTION

When a large scale emergency event occurs, an effective Emergency Operations Plan (EOP) is critical for the protection and safety of the local community. This EOP should include provisions for what role their community's fire service organization as well as other community organizations plays in the plan. These events tax the local resources trying to manage these incidents. A well developed and effective EOP that is practiced and revised periodically will be crucial in the ability of the community to manage these events.

In the Town of Menasha the Fire Chief is the community's Emergency Management Director. The Chief is in charge of developing, revising and training community staff on all aspects of the community's EOP. The Chief is also in charge of the local Emergency Operations Center (EOC) to ensure it will be capable and have the necessary resources to handle large scale emergency events.

The problem is that the current EOP for the Town of Menasha has not been updated for some time and is in need of revision to integrate an all hazard approach. The purpose of this applied research project is to evaluate the current EOP for the Town of Menasha and make recommendations to update the plan to meet any requirements and guidelines for an all hazards EOP.

This research project will use evaluative and action methodologies to make recommendations and to answer the following questions:

5. What are the industry and national criteria for an emergency operations plan?
6. What are the state and regional criteria for an emergency operations plan?

7. What are the criteria for an emergency operations plan used by communities of similar size?
8. What are the criteria for the emergency operations plan for the Town of Menasha Fire Department?

BACKGROUND AND SIGNIFICANCE

The Town of Menasha is a rapidly growing community of over 16,800 residents within an area of 12 square miles. Town of Menasha is located in the east central portion of the State of Wisconsin within Winnebago County about 30 miles south of Green Bay and 100 miles north of Milwaukee. The demographics of the community include a mix of industrial, commercial, agricultural and residential properties. The Town of Menasha staff includes 81 full-time, 7 elected and 105 part-time and seasonal workers under the direction of a Town Administrator who reports to a five member Town Board. The department heads include the Fire Chief, Police Chief, Community Development Director, Finance Director, Street Department Superintendent, Water Superintendent, Wastewater Superintendent, Park and Recreational Director, Assessor, Information Systems Manager and Town Clerk (Appendix A). Within the last five years the community has experienced turnover with many positions of the administrative staff including department heads. There is a new Fire Chief, Police Chief, Finance Director, Town Clerk, Building Inspector, Town Administrator and several new Town Board members. The current community EOP has not been practiced or revised in that time period. Most of the administrative staff has no idea what their role is as it relates to the community's EOP.

The last significant event that taxed the community was a severe wind storm that occurred in June of 2001. The event was dealt with, but it probably could have been handled better had our EOP been put into place. While the events are infrequent, the potential for another significant event to occur is just a matter of time. In the last few years tornadoes have skirted the community without causing significant damage. There are two main rail lines that pass through the community that transport hazardous materials as well as main north/south and east/west highways that transect the community. There has not been a significant event from the railroad in our community, but in 1996 on the same rail line, about 20 miles west in Weyawega Wisconsin, a train carrying Liquefied Petroleum Gas derailed causing a fire and community-wide evacuation for several weeks (Burke, 1996). In 2000 in Oshkosh Wisconsin nine miles to our south, the same railroad experienced a train car fire involving sodium hydrosulfite, a hazardous material. It caused a several block evacuation of citizens and business workers for several days until the situation was resolved (Hansen, 2000). In both of these instances it caused the community resources to be taxed to their limits. Accidents occur almost daily on the two highways that transect the community, but fortunately have not yet caused serious problems for the community.

The mission statement for the Town of Menasha Fire Department (TMFD) states, "To provide the highest level of emergency prevention and preparedness services through effective safety code compliance, educational programs and community service to all who live, work, visit or invest in our community". With this mission in mind the TMFD must take a significant role in preparing and planning for mitigating significant emergency events within the community.

The importance and aspects of emergency planning are outlined within Unit 3 “Community Risk Assessment/Capability Assessment” of the National Fire Academy (NFA) course material Executive Analysis Of Fire Service Operations In Emergency Management (Federal Emergency Management Agency [FEMA], 2004). Unit 3 discusses the process of community risk assessment to identify and assess the critical hazards and vulnerabilities in a typical community as well as aspects of the emergency planning process necessary for the benefit of the community. Emergency planning as part of the overall community risk reduction plan must be evaluated to determine if the objectives of the plan are sufficient for the community and if any modifications to the plan are needed.

By using an effective evaluation process for its EOP, the Town of Menasha can support some the United States Fire Administration’s operational objectives. A successful and up to date EOP can reduce the risk of firefighter loss of life and plays an important part of promoting a comprehensive, multi-hazard risk reduction plan within the community (National Fire Academy [NFA], 2002, p.II-2).

LITERATURE REVIEW

A literature review was conducted to analyze information relevant to Emergency Operations Plans and the planning process. The review examined published documents and Applied Research Projects (ARP) of previous Executive Fire Officer Program (EFOP) participants relevant to this project.

Planning is a process, not just a document. Members of a community must work together to develop an effective emergency plan. They must identify problems, determine priorities, assess capabilities, and allocate resources as part of the planning

process. Because of the uniqueness of each community, no single approach is appropriate for all communities. The benefits of an effective emergency plan include; a baseline for evaluating options and emergency operations; a mechanism to communicate and document the results of decisions; an orderly, systematic approach to decision making (FEMA, 2004).

Documents for emergency planning are titled in several different ways depending on the author, agency and what they are intended to accomplish. They may be called Emergency Action Plan (EAP), Emergency Operations Plan (EOP), Emergency Management Plan (EMP), Emergency Response Plan (ERP), Disaster Response Plan (DRP) or listed within an organization's safety plan. While they all have different titles, the functions of the documents are similar.

The criteria for an EAP in the workplace are set by the Occupational Safety and Health Administration (OSHA) Regulations Standard 29CFR-1910.38. This standard lists minimum requirements employers must include in their EAP. If the employer has greater than 10 employees, the EAP must be in writing and available for review by the employee. If there are less than 10 employees the EAP may be communicated orally (Occupational Safety and Health Administration [OSHA], 2002).

In an EAP developed for Marion Plywood Corporation, the listed purpose of the plan is to protect the welfare of the employees by reducing injuries, along with avoiding panic and confusion in an emergency situation. Employees have definite assignments for equipment shutdown procedures along with an evacuation plan. The employees are expected to know what to do and what plan of action is needed for an emergency situation. The EAP sets procedures from the transmission of an emergency to

identifying what personnel are in charge of giving an evacuation order. The EAP lists what on site resources are available at their disposal to assist in mitigating the emergency, along with an emergency telephone directory for important contacts necessary for additional outside resources. The EAP also identifies the different potential emergency situations that could occur at the facility and what, if any, special considerations must be in place for dealing with the specific emergency (Safety Consulting Services, Inc., n.d.). The criteria for Marion Plywood's EAP appear to follow the regulations set by the OSHA regulations.

Svenska Cellulosa Aktiebolaget (SCA) North America has two separate manufacturing facilities. One facility is a converting facility located in the Town of Menasha with the other, a paper manufacturing facility in neighboring City of Menasha. Each facility has their own safety policy with an EOP written within each of these safety policies. While some of the emergencies faced by each facility may be similar, there are also many differences due to the different manufacturing processes, different identified hazards and risks facing each facility. Due to the unique nature of each facility, the safety policies along with the EOP are different even though both facilities are owned by the same corporation. Both facilities have identified each potential emergency situation, set procedures to follow for each situation, assigned job responsibilities to certain employees according to the specific emergency, established an emergency call list and identified both on site and off site resources to help deal with any incidents (M. Dillon, personal communication, December 16, 2004). The EOP written within the SCA North America safety policies also follows the criteria set by OSHA regulations for EAP.

Pierce Manufacturing, a division of Oshkosh Truck utilizes an ERP for each of its facilities. Their ERPs are also integrated within the corporate ERP to get their facilities and production back into operation should an incident occur. The purpose of the Pierce Manufacturing ERP is to provide for the safety of employees and visitors and also provide protection to property and resources with a minimum of loss or damage. The ERP was designed to be in compliance with OSHA, Environmental Protection Agency (EPA), National Fire Protection Association (NFPA), Factory Mutual (FM) Global, and State Administrative Codes. The ERP is to be used as a reference document for pre-planning and training and is designed to apply to any and all emergencies. This ERP has procedures in place for emergencies that have been identified as the most likely to occur such as fire, tornado and hazardous materials release. The plan provides specific job assignment responsibilities to those employees that are designated as Emergency Response Team (ERT) members or management staff that are assigned command functions. The plan contains a set of tabbed annexes that provide addition relevant and specific information that supports the plan (J Havlik, personal communication, February 4, 2005).

The National Strategy for Homeland Security; Homeland Security Act of 2002; and Homeland Security Presidential Directive-5 (HSPD-5), Management of Domestic Incidents established clear objectives for a concerted national effort to prevent terrorists attacks within the United States; reduce America's vulnerability to terrorism, major disasters, and other emergencies; and minimize the damage and recovery time from attacks, major disasters, and other emergencies that occur. To meet these set objectives and to align the patchwork of Federal special-purpose incident management

and emergency response plans, the Federal Government has developed a National Response Plan (NRP) and a new National Incident Management System (NIMS). The purpose of the NRP is to establish a comprehensive, national, all-hazards approach to domestic incident management across a spectrum of activities including prevention, preparedness, response and recovery. The NRP incorporates best practices and procedures from various incident management disciplines and integrates them into a unified coordinating structure. The NRP describes capabilities and resources, establishes protocol, identifies responsibilities, and creates operational processes in conjunction with providing a framework for Federal interaction with other agencies (Department of Homeland Security [DHS], 2004).

The NRP criteria are listed in six main sections within the plan. Section one is the introduction. The introduction covers why the plan was developed, the purpose of plan, the scope and applicability of the plan, the incident management activities, authorities, and a summarization of the key concepts reflected throughout the plan. Section two is based on planning assumptions and considerations. This section makes assumptions to what, where, when, why and how the NRP will be incorporated into the incident and considers the level of response necessary to deal with the incident. Section three discusses the roles and responsibilities of Federal, State, local, tribal, private-sector, non-governmental organizations (NGO) and citizens involved in support of domestic incident management. These are general roles and responsibilities that must be carried out depending on the type, severity and level of resources needed to deal with the incident. Section four is the concept of operations. This section describes the Federal coordinating structures, processes, and protocols employed to manage Incidents of

National Significance. These coordinating structures and processes are designed to integrate Federal, State, local, tribal, NGO, and private-sector efforts into a comprehensive national approach to domestic incident management along with enabling the execution of responsibilities of the President through the appropriate Federal departments. Section five describes incident management actions. These actions may range from initial threat notification to deployment of Federal resources to support the incident response and recovery. Depending on the incident, the actions may not occur in any sequential order. Section six is the ongoing plan management and maintenance. This section describes how the plan is maintained and updated periodically to incorporate new Presidential directives, legislative changes, and procedural changes based on lessons learned from exercises and actual events. The plan provides an ongoing maintenance and management forum for planning, training, equipping and other preparedness requirements with all agencies that have a role in incident management.

In addition to the six main sections in the NRP, there are annexes that provide other relevant and more detailed support documentation for the plan. The NRP supercedes all other Federal response plans that were in place previous to the development and integration of the NRP (DHS, 2004).

In the State of Wisconsin, the Wisconsin Emergency Management (WEM) is under the direction of the Department of Military Affairs. WEM manages the EOP for the State of Wisconsin. The State EOP lists the Federal and State legislative references for the legal basis for which the plan criteria was designed; under what authority certain actions can take place; and responsibilities of State agencies and local governmental entities.

The purpose of the State EOP is to protect lives, property and environment from disasters of any nature. The EOP is designed to coordinate the support of local officials with a multi-agency response to assist at disasters, assess damage, mitigate the incident and assist with recovery efforts. The EOP also serves as a coordinating document to support other agency plans along with describing the roles and responsibilities of State agencies and their relationship with local, Federal and volunteer agencies involved in response and recovery efforts. The EOP lists situations and assumptions for what types of hazards or incidents may be encountered and makes assumptions as to who is responding and responsible for initial mitigating efforts. The concept of operations section of the EOP gives a general outline for procedures that should be followed during the response and recovery operations of an incident. The organization of emergency operations plan section references the EOP annexes that contain emergency assignments and responsibilities for each of the functional annexes. These functional annexes are more specific to the individual State agencies that could be involved in an emergency and cover response and recovery procedures to follow (Wisconsin Emergency Management [WEM], 2001)

The EOP for Winnebago County is managed by Winnebago County Emergency Management (WCEM). The format and content of the manual are adapted from the State of Wisconsin EOP criteria. Along with the EOP, a Winnebago County policy and procedure manual Chapter 6, covers Emergency Management Operations (EMO). The EMO policy and purpose is to ensure that the county will be prepared to cope with emergencies resulting from enemy action and natural disasters. It also creates an Emergency Management Organization to carry out the purposes set forth in Chapter

166 of the Wisconsin State Statutes on Emergency Management. The policy identifies the roles and responsibilities of the Emergency Management staff and the committees involved in the planning process such as the Local Emergency Planning Committee (LEPC).

As part of the county EOP reference documentation, a hazard analysis has been completed for identifying any and all potential hazards and emergencies. The purpose of the hazard analysis is to identify those hazards that have or could occur in Winnebago County. It describes each hazard, the frequency of occurrence and what mitigation efforts are in place. The mitigation and prevention activities are designed to reduce the degree of long term risk to human life and property from natural and man-made hazards.

The structure and most of the content materials of the Winnebago County EOP mirrors the State of Wisconsin EOP. The county EOP includes as part of the annexes, additional support functions and procedures not in the State plan. These additional annexes include radiological incidents, fire and rescue services and disaster assessment. These additional annexes address specific local control functions and responsibilities (Winnebago County Emergency Management [WCEM], 2004).

Looking for EOPs from communities of similar size became somewhat of a challenge because many of the communities do not have their own EOP. They relied on their county EOP to provide guidance in the event of an emergency. Some communities were in the process of developing their own EOP but had not yet finished.

The City of Marshfield Wisconsin is located in the north central part of the State in Wood County. Their EOP criterion was developed to provide procedures for the city

government agencies to respond to various types of emergencies or disasters that might occur in the community. Their EOP provides a link to procedures that will be used by and in conjunction with the Wood County EOP. The city EOP retains the rights of activating only its plan if the emergency can be handled locally.

The framework of the Marshfield EOP is similar to the State of Wisconsin EOP. The EOPs differ in the purpose, situation and assumptions, concept of operations, organization responsibilities and tasks, plan development and maintenance and resource management sections. The Marshfield EOP contains information specific to their own community and has annexes with other relevant information specific to their community such as shelters identified in the event an evacuation is necessary. Additionally the EOP annexes contain lists of resources that that the city may need in an emergency such as lumber, heavy equipment or clean-up crews. The plan also provides procedures for security to allow only necessary personnel into the areas that are affected by the emergency (G. Cleveland, personal communication February 2, 2005).

The City of Mequon Wisconsin is located in the southeastern part of the State in Ozaukee County. Their EMP criterion is an integral part of the Ozaukee County EOP and is intended for use by city officials to carry out their responsibilities in dealing with an emergency. It is designed to provide guidance by outlining actions to be taken and indicating who is responsible for such actions. Similar to Marshfield, the Mequon EMP provides a link to their county EOP.

The Mequon EMP framework is similar to the State of Wisconsin EOP. The EMP differs in the purpose, situation and assumptions, concept of operations, organization responsibilities and tasks, resource management and plan development and

maintenance sections as the Mequon EOP contains information specific to their own community. The Mequon EMP references attachments instead of annexes like the previous plans reviewed. While the terminology differs, the content is the same. The other main differences are in the makeup of the organizational staff with each community and the correlation between the annex/attachment letter designations. The letter designation for what procedures and job responsibilities to follow differ between the individual EOPs (City of Mequon, 2003).

The City of Cudahy Wisconsin is located in southeastern part of the State in Milwaukee County. The criterion of their EMP is based on Wisconsin State Statutes and is used in conjunction with the Milwaukee County EOP. The Cudahy EMP has been developed to address a comprehensive all hazard approach in an attempt to prevent disasters, reduce the vulnerability of their citizens to disasters, to effectively respond to emergencies and disasters in the community and to provide recovery efforts in the aftermath of a disaster.

The City of Cudahy EMP has a unique feature not seen with the previous plans. As part of the situation section of their EMP, they have completed and documented a comprehensive hazard analysis of their community that is referenced in an appendix. The list includes any and all possible natural and technological hazards. Also included in the analysis is historical data related to the hazards and the frequency to which they have occurred. The historical data discusses significant incidents going back as far as the early 1900s. The data references incidents that affected the local community, surrounding communities and communities world-wide. The data indicate there have

been incidents in the past and one must assume that those types of incidents may happen again in the future.

The City of Cudahy EMP assumes they have the primary responsibility for their own independent emergency management activities. They are prepared to plan for and carry out disaster response and short-term recovery efforts on an independent basis. If the situation exceeds the capabilities of their community, assistance may be requested through mutual-aid agreements. Their EMP is similar to the other plans reviewed, as it lists the job responsibilities and task assignments assigned to all city departments and key city officials (City of Cudahy, 2004).

The City of Oxford Ohio is located in the westcentral part of the State in Butler County. Their EOP criterion is consistent with the emergency planning requirements set forth in the State of Ohio Revised Code and Administrative Code. Their EOP is designed to provide a comprehensive framework for community wide emergency management and meets federal emergency planning requirements. It is also designed to detail emergency authorities, functions, and responsibilities of government organizations, and to provide a compatible link with federal, state and county plans that may be activated in the event of a major emergency.

The purpose of the City of Oxford EOP is to protect the citizens' lives and property in an emergency situation. The functional annexes that are part of the EOP establish the roles, procedures and inter-organizational relationships in which the city officials, department heads and other organizations within the community operate in the event of an emergency. The annexes are supported by Standard Operating Procedures (SOP) developed by each agency to address their specific response criteria. The EOP

provides an all hazards approach that applies to any type of emergency. The EOP includes procedures for initiating the plan and establishes criteria and guidelines for three levels of emergency response and notification depending on the severity of the incident. The City of Oxford EOP was developed by the Oxford Community Disaster Planning Committee and conforms to the Butler County EOP (City of Oxford, 2001).

The criterion for the Town of Menasha EOP is based upon Wisconsin State Statutes, Winnebago County ordinances and Town of Menasha ordinances. The EOP provides procedures for Town Government agencies to respond to various types of emergencies or disasters that may affect the community. The Town of Menasha EOP is to be used in conjunction with the Winnebago County EOP. A Winnebago County ordinance states that the Town of Menasha Fire Chief shall be the Town of Menasha Municipal Emergency Government Director.

The situation and assumption section states the Town has several types of hazards that pose a threat to the community. The plan references the Winnebago County Hazard Analysis located within the County EOP.

The Town officials have primary responsibilities for emergencies or disasters that occur within the community. There is a list of actions that may be taken in the event the EOP is activated. The EOP includes attachments that are called key action checklists. These checklists provide a list of the job tasks and responsibilities for Town Officials and departments that have a role in an emergency incident or disaster. The Town of Menasha EOP relies heavily on the information included in the Winnebago County EOP with few specific details listed for the Town (Town of Menasha, 1998).

An effective EOP is written to maximize a community's response capability. There are responsibilities, procedures and resources that must be identified and developed to maximize the capabilities of local emergency management officials. The EOP will assist local government officials in protecting the lives and property of their citizens against natural and man-made hazards. Actions of the EOP should include prompt and proper response, minimize suffering, eliminate conditions caused by shortages, decrease the time to return to normalcy and promote the well being of the community during recovery. An EOP should explain how emergency operations will be conducted along with inter-agency relationships. The EOP should also be developed with an all hazards approach that includes the four aspects of emergency management; mitigation, preparation, response and recovery. The EOP should be updated annually or sooner if changes warrant an update. To be effective an EOP must be read, trained on and used in an emergency. Annual training is recommended to keep abreast of the plan contents and to recommend necessary changes to the plan (Schaper, 2000).

One goal of the FEMA (1996) was to develop, in partnership with State and local governments, a comprehensive, risk-based, all-hazards approach national emergency management system. An essential part of this system is an EOP that describes who, what, when, with what resources, and by what authority actions will be taken to respond and recover from an incident. As part of this goal, FEMA developed a guide for State and local emergency management agencies to produce an EOP. The guide clarifies the preparedness, response and short term recovery effort aspects that should be included in State and local EOPs. This guide is labeled SLG-101, Guide For All Hazard Emergency Operations Planning. While the guide information may be dated and does

not include reference to the newly adopted NRP, the content is still pertinent to the development of an EOP.

The purpose of this guide is to aid in the development and maintenance of an all hazards EOP. Each community must have an EOP that reflects what the community will do to protect itself from the hazards it faces with the resources it has or can obtain. This guide was issued under the authority of the *Robert T. Stafford Disaster Relief and Emergency Assistance Act* that recognizes the responsibility of emergency management is a joint effort between Federal, State and local governments. A local EOP is essential in protecting the public as the local government acts first in attending to the needs of the public. The essential aspects of the local EOP include warning, emergency public information, evacuation and shelter. The local elected leadership is legally responsible for providing that necessary and appropriate measures are undertaken to protect their citizens and property from the effects of disasters and emergencies. The EOP must be flexible enough to be useful in all types of emergencies and disasters (FEMA, 1996).

PROCEDURES

This research project utilized evaluative and action research methodologies to determine what information should be included in the community EOP. It identified what criteria the Federal, State, local agencies, industry, Town of Menasha and communities similar in size to the Town of Menasha use for the creation of their EOPs. The procedures used for this research project included a literature review and contacts with other fire agencies, industries and governmental agencies by telephone, personal contact and e-mail.

Literature review was conducted at the NFA Learning Resource Center (LRC) while attending the Executive Analysis of Fire Service Operations in Emergency Management (EAFSOEM) course in August 2004 as part of the EFOP. Additional reviews were conducted of materials from the internet using MSN and Yahoo search engines. The literature reviews examined materials relating to EOP requirements, content and format. One document, SLG-101 Guide For All-Hazard Emergency Operations Planning, was not available at the NFA LRC or the internet so it was ordered through the FEMA website at no charge.

As part of the literature review, several local industries (SCA North America and Pierce Manufacturing) were contacted and a copy of their EOP was requested and received for review along with personal interviews conducted with their respective safety coordinators. A personal acquaintance was asked to provide a copy of his companys (Marion Plywood) EOP for review which was sent to me by e-mail.

The Wisconsin State Fire Chiefs Education Association conducts a yearly survey (Appendix B) of fire departments employing full-time Fire Chiefs with the results compiled and distributed to members of the association. The results of this survey were used to locate State of Wisconsin communities of similar size to the Town of Menasha along with contacts for the respective fire agencies. These agencies were then contacted by telephone or e-mail and asked to provide copies or information on their community EOP. Appendix C provides a list of the Wisconsin communities contacted along with results indicating if their communities have their own EOP or rely on other governmental agencies for their plan. A search for EOP for communities of similar size outside of Wisconsin was conducted through the internet. While there are many

communities that post their EOP, most of the communities found were either much larger or smaller than the Town of Menasha.

Information on the NRP was obtained through the DHS website. OSHA rules and regulations were also obtained through its website. This information pertains to the format, content, rules and regulations for Federal and industry EOPs.

Several assumptions were made during this research project. First, it was assumed that the information and materials included in the literature review was accurate. Second, it was assumed that the other agencies contacted gave correct information regarding their community EOP.

There were several limitations that affected this research project. This included the limited number of industries contacted for discussion on their EOP. Also, there were a limited number of communities of similar size that had developed or use their own EOP. Additionally, the time constraints to complete this project limited a more thorough review of the information available.

RESULTS

The following is a review of the results to the research questions.

Answers to Research Questions

Research Question 1. What are the industry and national criteria for an emergency operations plan?

The criteria used by industry in the development of their EAPs are set by OSHA. OSHA Regulations Standard 29CFR 1910.38 lists the minimum requirements that must be met to establish an EAP. The application of this standard applies to an employer who is required to have an EAP whenever another OSHA standard requires it. In most cases, an industrial facility will be required to have an EAP developed for its facility.

The criteria used by the Federal government are now required to follow the NRP developed by the DHS under the direction of HSPD-5. *The NRP is an all-discipline, all-hazards plan that establishes a single, comprehensive framework for the management of domestic incidents* (DHS, 2004). The NRP supercedes all other Federal response plans that were previously in place.

Research Question 2. What are the state and regional criteria for an emergency operations plan?

The criteria for state and regional EOPs are based upon Federal and state legislative requirements. There are several Codes of Federal Regulations (CFR) and legislative acts written by the legislative branch of the federal government that lists the requirements and provide the legal basis for the development of a state's EOP. The state's legislative branch has written state statutes that are also part of the legal basis for the development of the state EOP. In the State of Wisconsin, each county is responsible

for the development of an individual EOP. The county or regional EOP follows the framework of the state EOP with county ordinances written that provides an additional legal basis the county uses for the development of their EOP.

FEMA (1996) developed a Guide For All-Hazard Emergency Operations Planning for state and local governments to use when developing their EOPs. This guide provides criteria for the planning, format, and content that should be included in an EOP.

Research Question 3. What are the criteria for an emergency operations plan used by communities of similar size?

The criterion used by communities of similar size for the development of their EOPs is based upon the Federal, state, regional and local legislative requirements. Many of the communities do not have their own local EOP and have instead chosen to fall within the criteria set by their county or regional EOP. The framework of the community EOP mirrors the county EOP but the content is specific to meet the needs of their own community.

Of the 13 communities from Wisconsin listed in Appendix C, five (38%) had their own EOP. The remaining eight communities relied on their county EOP to be used in the event of a major incident or disaster. Of the eight communities that currently rely on their county EOP, one stated they were in the process of developing their own community EOP. All of the communities that had developed their own plan stated their local EOP was to be used in conjunction with their county EOP.

Several of the communities completed a hazard analysis of their community to address incidents most likely to occur in their own community. The other communities

indicated that they were either using their county EOP hazard analysis as part of their community EOP or a hazard analysis had not been completed.

Research Question 4. What are the criteria for the emergency operations plan for the Town of Menasha Fire Department?

The criterion utilized by the TMFD is integrated within the Town of Menasha EOP which is based on Federal, state, regional and local legislative requirements.

Attachments of the plan include key action checklists for critical plan functions and individual departments within the community including the fire department. These checklists contain suggested tasks that should be considered when the EOP is activated. The fire department tasks include normal fire department functions such as rescue, utility control, and protecting critical facilities and resources. The fire department may also be utilized for debris clean-up, traffic control and assisting with community evacuations. The fire department tasks are general and broad in nature with no specific job tasks assigned within the plan except for the Fire Chief who is designated as the Municipal Deputy Emergency Government Director.

In Table 1, the criteria used by Federal, industry, state, local, communities of similar size and the Town of Menasha for their EOPs are listed to compare the similarities and examine the differences between the plans.

Table 1

Criteria for Emergency Operations Plan

	Legal basis	Planning assumptions and considerations	Roles and responsibilities
Federal	Yes	Yes	Yes
Industry			
a) SCA Tissue	No	Yes	Yes
b) Pierce Manufacturing	Yes	Yes	Yes
c) Marion Plywood	No	Yes	Yes
State - Wisconsin	Yes	Yes	Yes
Local			
a) Winnebago County	Yes	Yes	Yes
Communities of Similar Size			
a) Marshfield, WI	Yes	Yes	Yes
b) Mequon, WI	Yes	Yes	Yes
c) Cudahy, WI	Yes	Yes	Yes
d) Oxford, OH	Yes	Yes	Yes
e) Marinette, WI	Yes	Yes	Yes
Town of Menasha	Yes	Yes	Yes

Table 1

Criteria for Emergency Operations Plan

	Concept of operations	Incident management actions	Plan management
Federal	Yes	Yes	Yes
Industry			
a) SCA Tissue	Yes	Yes	Yes
b) Pierce Manufacturing	Yes	Yes	Yes
c) Marion Plywood	Yes	Yes	No
State - Wisconsin	Yes	Yes	Yes
Local			
a) Winnebago County	Yes	Yes	Yes
Communities of Similar Size			
a) Marshfield, WI	Yes	Yes	Yes
b) Mequon, WI	Yes	Yes	Yes
c) Cudahy, WI	Yes	Yes	Yes
d) Oxford, OH	Yes	Yes	Yes
e) Marinette, WI	Yes	Yes	Yes
Town of Menasha	Yes	Yes	Yes

Table 1

Criteria for Emergency Operations Plan

	Support annexes	Emergency support function annexes	Hazard analysis
Federal	Yes	Yes	Yes
Industry			
a) SCA Tissue	Yes	Yes	Yes
b) Pierce Manufacturing	Yes	Yes	Yes
c) Marion Plywood	Yes	Yes	Yes
State - Wisconsin	Yes	Yes	Yes
Local			
a) Winnebago County	Yes	Yes	Yes
Communities of Similar Size			
a) Marshfield, WI	Yes	Yes	No
b) Mequon, WI	Yes	Yes	Yes
c) Cudahy, WI	Yes	Yes	Yes
d) Oxford, OH	Yes	Yes	No
e) Marinette, WI	Yes	Yes	No
Town of Menasha	No	Yes	No

The purpose behind this research project is to evaluate the current EOP utilized by the Town of Menasha and recommend changes and or additions to this plan. The results of the research indicated that several changes and or additions need to be made

to the plan to enhance the abilities of the community to respond to incidents that may require the EOP to be implemented. An action plan for implementing the recommendations from the research project is outlined in Appendix D. The action plan looks at comparing the components of the plans found in the research to the Town of Menasha EOP and then integrate those needed components into the EOP. A hazard analysis needs to occur to identify potential hazards within the community and make provisions in the EOP to enhance the community's ability to handle those incidents. A resource annex needs to be developed to have a list of additional resources that can be utilized should the need occur during an incident.

DISCUSSION

It is important that local government act first to attend to the needs of their community in the event of an emergency. A local EOP is essential for planning and preparing the community for the protection of its citizens in the event of a disaster whether natural or man-made. Citizens expect that elected and appointed community leaders take immediate action to deal with the problem at hand to protect them. Federal, state and local legislation give authority to governmental agencies to carry out their responsibilities to alleviate the suffering and damage that occurs during a disaster. The local officials are legally responsible for ensuring that necessary and appropriate actions are taken to protect the citizens and property within their community from emergencies and disasters (FEMA 1996). A well written EOP will maximize a community's response capability by having procedures in place, assigned responsibilities, and has identified resources that will ensure that the community has the best comprehensive emergency management capability possible (Schaper, 2000).

It is a legal requirement for the local elected officials to ensure that their citizens are protected. How can they rely on the EOP developed by their regional authority such as their county governments' to address the needs of their local community? Only 38% (Appendix C) of the communities contacted through this research project have their own EOP. The rest rely on their county or regional plans to be used in the event of an emergency or disaster. Will those other communities be prepared to deal with a large scale emergency or disaster should one strike their community? Are those communities updating, training and exercising their regional plans with the necessary personnel. An EOP is useless if it is not read, trained on and used in an emergency. Exercising the plan identifies problems with the plan that then can be corrected (Schaper, 2000).

Requirements for industry are found in OSHA regulations standard 29CFR-1910.38 (OSHA, 2002). Here they require industry to have in place an EAP, EMP, ERP or DRP for the protection of their employees. These plans are required to be in writing and available for review by their employees. If the industrial facility has less than 10 employees they may communicate the plan orally. Plans may also include other natural and man-made disasters that could potentially affect their facility. The plans are designed to specifically address the issues relative to only that particular facility for which they were developed. The purpose of the EAP in industry is similar to the EOP in the community. The plans must identify the specific hazards each has to deal with. Both have specific procedures that must be followed by their people to deal with the emergency and protect their people. Both are written and need to be available for review periodically. If industry does not have an EAP in place, there are financial implications imposed by OSHA. What implications do communities face if they don't

have an EOP developed for their community? It may ultimately affect the safety and protection of their community and its citizens.

The NRP was developed under HSPD-5 directives to align Federal capabilities, structures and resources into a unified, all-hazard, all-discipline approach in incident management after the attacks on the United States of America on September 11, 2001. The NRP should improve the coordination between Federal, state, tribal and local organizations by increasing the effectiveness and efficiency of incident management to help save the lives and property of our citizens. The plan should also enhance and unify the incident management capabilities of the individual entities and organizations who respond to potential threats and hazards. The NRP provides a framework for the development of state, regional and local EOPs that includes the best practices found from a wide variety of emergency management communities (DHS, 2004). This may require the current state, regional and local EOPs be updated to reflect the changes from the NRP and have the ability to integrate into that plan.

The research indicated that the local, regional and state EOPs were developed to be integrated into the next level up in the governmental hierarchy. As the emergency or disaster escalates, the local community depletes its resources and may not have the capabilities to handle the incident. They must then rely on the next level of government to assist in the process of dealing with the incident. This process continues as each level of government depletes their resources and capabilities until enough are available to handle the incident. Procedures such as those written in an EOP give a framework that is similar in nature to each governmental agency so that the process or procedure does not have to start over and can transition to the next higher level of government.

An important part the community EOP planning process is to conduct a hazard/risk analysis. This analysis helps identify what hazards may require special attention and list what actions and resources may be needed to deal with the incident. The communities need to identify the specific hazards that have or could occur within their community. Although the EOP should address the hazards most likely to occur in their community, it must be flexible enough that it can be used at any type of emergency (FEMA, 1996). Many of the communities reviewed in the research project including the Town of Menasha, utilize their regional hazard/risk analysis as part of their EOP. While many of the hazards/risk may be similar, it may not address critical hazards that affect only that local community. This gives reason for the local community to conduct their own hazard/risk analysis to ensure that all potential hazards are identified and proper planning can take place.

To minimize the impact of an emergency, four interrelated actions need to take place. Each phase of this comprehensive action process builds on the accomplishments of the preceding one. The four actions are mitigation, preparedness, response and recovery (FEMA, 1996). As the EOP is developed, each action needs to be addressed as the procedures, policies and resources for each action are integrated into the plan. Each action provides for specific functions of the overall plan and is necessary if the plan is to be successful.

A well written local EOP is essential for protecting the citizens of the community. The TMFD along with the Town of Menasha staff and elected officials must work together to update their EOP to identify potential hazards in the community, identify available resources, set policies and procedures to prepare themselves in the event of a

disaster whether natural or man-made. Once the plan has been updated, training and exercising the plan will ensure that the plan meets the needs to protect the citizens and property of the community. Failure to follow through may have dire consequences should something happen. Emergencies have occurred in the general area in the past and potentially will happen in the future. The Town of Menasha and TMFD must be ready to protect the people and property of the community.

RECOMMENDATIONS

Based on the findings of this research project, the author makes the following recommendations for the Town of Menasha EOP:

1. Complete a hazard/risk analysis for the Town of Menasha.
2. Identify, contact and establish contracts to provide a list of local resources that may assist in the event of an emergency.
3. Update EOP job functions and responsibilities for Town staff and elected officials.
4. Conduct EOP training with Town staff and elected officials to ensure job functions, responsibilities, policies and procedures are followed according to the plan.
5. Conduct an EOP exercise to evaluate the plan and make recommendations to modify the plan.
6. Conduct periodic evaluations of the Town of Menasha EOP to ensure it meets the changing needs of the community.

Along with the recommendations, an action plan (Appendix D) was developed as a guide for the organization to follow. The Fire Chief is ultimately responsible as the

Municipal Deputy Emergency Government Director for the contents and administration of the plan. Cooperation with other Town staff and elected officials will be critical for this process to succeed. The safety of the people and property of the citizens of the Town of Menasha are in jeopardy if we do not update this plan. They have an expectation that the community will be prepared for whatever emergency comes along. The community also is bound by legal expectations that they will be ready in the event a disaster strikes the community. The target date for completing these recommendations is December 31, 2005.

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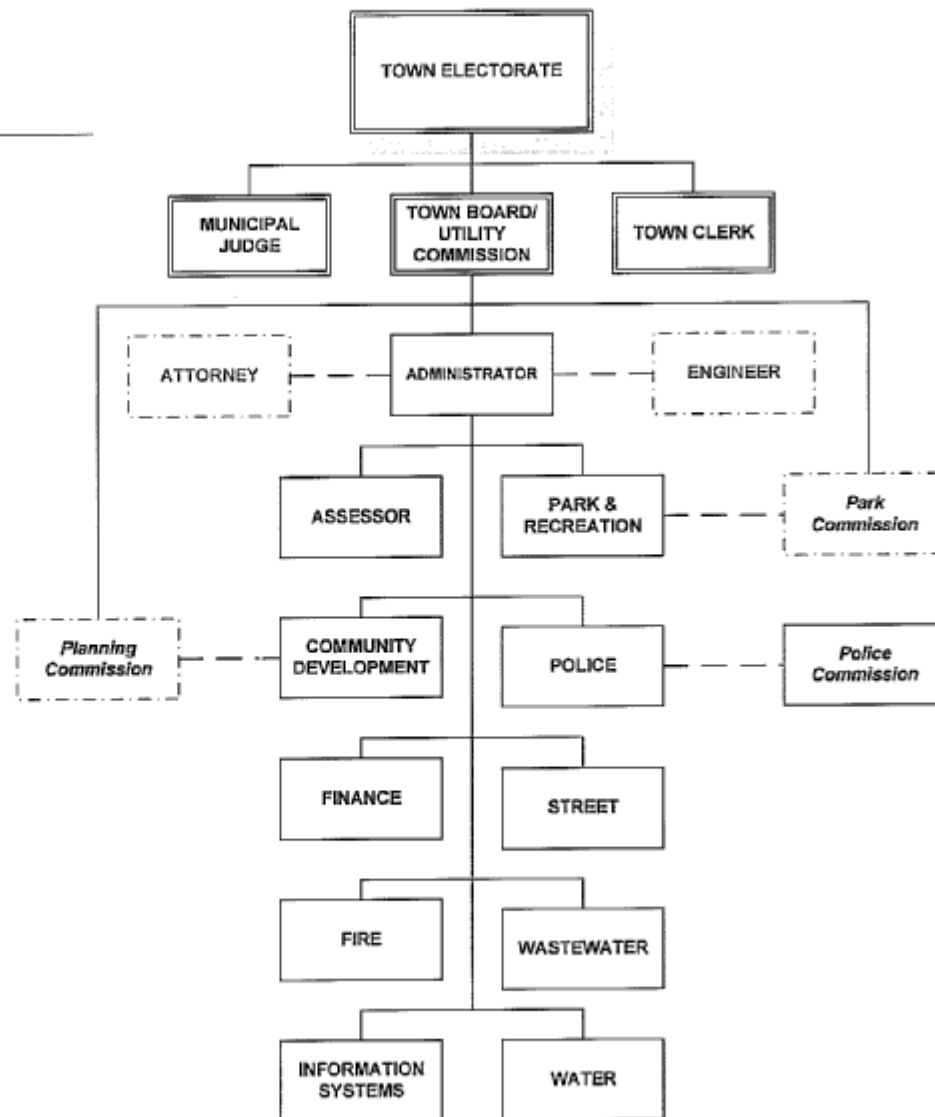
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**TOWN OF MENASHA
2004
ORGANIZATION CHART**



APPENDIX B

DEPARTMENT: Town of Menasha

Address: 1326 Cold Spring Road

City: Neenah

ZIP: 54956

Admin. e-mail: fire@town-menasha.com

Tel: 920-729-0931

Fax: 920-720-7986

Chief e-mail: chiefkiesow@town-menasha.com

CHIEF:	Years as Chief:	Years in the Fire Service:
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SERVICE AREA STATISTICS				PRIMARY		CONTRACT	
Population for Fire protection?				16,485			
Area in square miles for Fire protection?				14			
Population for EMS?				16,485			
Area in square miles for EMS?				14			
Number of Stations?			2	ISO Rating:		4	
Number of Personnel?		Full: 4	POC:50	Part:		Vol:	Civ:

2004 BUDGET		FIRE		EMS	
Budget		\$740,800			
Projected Revenues		\$6,000			
Other revenues:		2%: \$41,543		EMS Fund:	
Other revenues:		0			
Hydrant Rental Fees		0			

If public fire protection (PSC calculated charge from your Water Utility for the use of their hydrants) is not part of your budget, please describe how this charge is assessed in your community:

APPENDIX B

EMS LEVEL:	1st Resp.	EMT/DA	EMT-I	EMT I/E	EMT-P	Other:
Put an 'X' under category: XXX						
CONVEY FOR EMS?	Emergency	XX	Non-Emerg.	Hosp Transf.		
PRIVATE EMS, do you?	Compete?	No	Cooperate?	Yes		
EMS CHARGES						
Level	1ST RESP	EMT/DA	EMT-I	EMT I/E	EMT-P	OTHER
Resident	\$0					
Non-Resident	\$0					
Mileage	0					
Contract	0					
Other	0					
Do you use a billing service? N/A		Name/City/Telephone:				
OTHER CHARGES , (I.E. Car fires, extrication, spills):						
Type: False Alarms	\$100-350	Type:	\$			
Type: Large spills	\$Costs	Type:	\$			
Type:	\$	Type:	\$			
Type:	\$	Type:	\$			

SERVICES PROVIDED (Other than fire suppression and EMS):

Underground and above ground

Tank Inspection

APPENDIX B

SALARY FOR 2004

PREMIUM PAY

Start	Top	Current	Time to top	Classification			
Chief		\$63,608		EMS			
Asst/Chief				Haz Mat			
Deputy Chief		\$51,174		Other (2)	\$37,835		
Bat/Chief				Other (3)			
Other (1)		\$38,567		Other (4)			

(1) Public Fire & Life Safety Instructor

(2) Full-time Firefighter

(3)

(4)

Parity between Fire Chief and Police Chief salary? Yes___ No___

Yes No

Is there parity at any level with you and a position within the Police Department?

Yes No

If so, please describe: _____

Automobile: Take home? Marked? XX or Car Allowance? Amount: \$ _____

Non payroll benefits for Chief, describe: _____

Pay of highest ranked union position *without* overtime: N/A _____

Rank: _____

Contract Expires: (mm/yy)

**Please provide a disc/CD of
union contract and/or POC
salary and benefits.**

What are the most important issue(s) you face as a Fire Service Manager today? _____

Budget issues and long range planning, reluctance of political entities to plan for future expansion of resources. _____

Have you been involved in any arbitration cases other than salary? If so please share the facts and the outcome with others at our seminar.

No

Are there any comments or suggestions that you would like to make concerning the Association or the seminars? _____

APPENDIX B

List topics/speakers you would like included in future seminars:

List any information you would like to see included in future surveys:

Do they have county mutual aid agreements or agreements with all surrounding communities?

Do they participate with surrounding communities with automatic response? What is the response criteria?

TECH COLLEGE: Fox Valley Tech

Coordinator: Gary
Coley

Local Emergency Management / Homeland Security Director:

Keith Kiesow, Fire
Chief

If the Fire Chief holds the position, list the compensation:

No

Please list the most recent year and total of your fire losses:
I.e.: 2002, \$3,250,000

Year:2003 \$:400,000

Please describe any significant changes in your 2004, such as lost positions, layoffs, etc.

None

Please describe new revenue sources, staffing changes, new projects that your department began in 2004 in response to the current budget crisis:

Changed the Administrative Assistant/Public Safety

Instructor position to Public Fire & Life Safety Educator-Fire Department Associate and made it salary position to reduce overtime and increase the departments public education focus.

APPENDIX B

Minimum on duty staffing level?	N/A
Minimum staff of engine company?	3
Minimum staff of ladder company?	3
Minimum staff of ambulance / med units?	N/A
Minimum staff of other units, please describe?	

APPENDIX C

Community	Community plan	Other agency plan
Ashwaubenon, WI	No	County plan ^a
Allouez, WI	No	County plan
Beaver Dam, WI	No	County plan
Cudahy, WI	Yes	No ^b
DePere, WI	No	County plan
Grand Chute, WI	No	Yes
Howard, WI	No	Yes
Marinette, WI	Yes	No ^b
Marshfield, WI	Yes	No ^b
Mequon, WI	Yes	No ^b
Pleasant Prairie, WI	Yes	No ^b
Plover, WI	No	Yes
South Milwaukee, WI	No	Yes

^a = Community plan currently under development

^b = Community plan can be integrated into the county plan

APPENDIX D

Action Plan

The following action plan will serve as a guide to the TMFD along with other Town of Menasha staff as they evaluate and update their community EOP. This action plan must be reviewed on a bi-monthly basis to ensure the community officials are on track or to determine if adjustments need to be made to the plan.

Conduct a hazard/risk analysis of the Town of Menasha. The Fire Chief along with Town administrative staff and critical elected officials will conduct a hazard/risk analysis of all known and perceived hazards/risks to the Town of Menasha.

- Conduct a comprehensive hazard/risks analysis identifying all natural and man-made hazards/risks that are known and perceived as possible hazards/risks by June 30, 2005.

Identify, contact and establish contracts to provide a list of local resources that may assist in the event of an emergency. The Fire Chief along with Town department heads will identify and establish a list of resources both private and public. They will also arrange agreements with those parties that will provide their resources to the Town including the financial implications of providing their service.

- Provide resource agreements for establishing a list of resources that are able to assist in the event of an emergency by July 31, 2005.

The Fire Chief, Town staff and elected officials will update the EOP job functions and responsibilities for Town staff and elected officials.

- Review and modify EOP job functions and responsibilities for Town staff and elected officials based on recommendations of FEMA and through the review of EOPs from communities of similar size by August 31, 2005.

The Fire Chief will conduct EOP training with Town staff and elected officials to ensure job functions, responsibilities, policies and procedures are followed according to the plan.

- Conduct EOP training sessions with Town staff and elected officials by September 30, 2005.

The Fire Chief with assistance from Winnebago County Emergency Government will conduct an EOP tabletop exercise for the Town of Menasha to evaluate the plan and make recommendations to modify the plan.

- Conduct and evaluate an EOP tabletop exercise for the Town of Menasha by December 31, 2005.

The Fire Chief along with Town staff and elected officials will conduct periodic evaluations of the Town of Menasha EOP to ensure it meets the changing needs of the community.

- Conduct an annual evaluation of the Town of Menasha EOP by August 31st every year starting in 2006.